

# Assessment of Colorado Springs Police Department Use of Force

April 26, 2022



# Section 1

## Introduction and Scope of Work

# Scope of Work

- Comprehensive, mixed-methods approach to understanding use of force by CSPD officers
- Scope of Work included:
  - Review of CSPD use of force policies and practices
  - Quantitative analyses of physical force and weapons used, types of force, force effectiveness, and injuries
  - Quantitative analyses and in-depth qualitative review of pointing of firearms
  - Understanding community perspectives through focus group and survey
  - Understanding CSPD officer perspectives through focus groups and survey
  - Development of recommendations for improvements to policies, data collection, training, and supervision

# Research Questions

1. What factors contribute to use and severity of force?
2. How does CSPD use of force policy and training compare to peer cities?
3. Does the rate and severity of force align with racial/ethnic groups' representation *at risk* for having force used against them by police?
4. What are possible explanations for disparities in use of force?
5. What factors contribute to the likelihood of officer and citizen injuries?
6. How do community members perceive use of force and police-community relations?
7. How do CSPD officers perceive police use of force and police-community relations?
8. What improvements should be made to use of force policies, training, and data collection to meet current best practices?

# Report Overview

## Section 2

**Policies, Practices, and Peer Comparisons:** Review of CSPD policies and practices, comparison of reportable force and use of force policies with peer agencies

## Section 3

**Data and Research Methods:** Description of definitions, quantitative and qualitative data, statistical analyses, limitations of methods, appropriate interpretation of findings

## Section 4

**Use of Physical Force and Weapons Used:** Quantitative analyses of 48 months of use of force data and arrest data (Jan 2017 – Dec 2020)

## Section 5

**Types of Force, Effectiveness and Injuries:** Analyses of specific types of forces, effectiveness of different types of force, injuries that occur during use of force encounters (subjects and officers)

## Section 6

**Pointing of Firearm:** Quantitative analysis of 47 months of pointing of firearms (Feb 2017 – Dec 2020) and qualitative analysis and in-depth review of sample of 140 pointing of firearm incidents

## Section 7

**Community Perspectives:** Focus group with Chief's Community Leader's Group, and survey of Colorado Springs residents on their perceptions of CSPD, police-community relations, use of force, recommendations

## Section 8

**Officer Perspectives:** Focus groups with CSPD officers and supervisors, survey of CSPD sworn personnel on their perceptions of police-community relations, use of force, recommendations

## Section 9

**Recommendations:** 8 general recommendations and 26 specific actions steps for improvements in use of force policy, data collection, training, supervision, and transparency

# Section 2

Review of CSPD Policies & Practices,  
and Peer Agency Comparisons

# CSPD Comparisons to Peer Agencies

## Peer Agency Descriptive Statistics (Population Order)

Geographic Area	2019 Residential Population	% Population White non-Hispanic	Number sworn officers	Part 1 Index Violent Crimes	Part 1 Index Property Crimes	Total Part I Index	Part I Index per 1,000
Albuquerque, NM	560,513	74%	908	7,596	26,059	33,655	60
Colorado Springs, CO	478,221	79%	725	2,806	17,587	20,393	43
Omaha, NE	478,192	78%	868	2,883	17,144	20,027	42
Virginia Beach, VA	449,974	66%	760	5,831	7,906	13,737	31
Minneapolis, MN	429,606	64%	861	3,990	19,469	23,459	55
Tulsa, OK	401,190	64%	842	3,964	21,336	25,300	63
Arlington, TX	398,854	60%	680	2,055	11,291	13,346	33
Wichita, KS	389,938	74%	649	4,451	20,759	25,210	65
Aurora, CO	379,289	60%	688	2,799	11,106	13,905	37
Lexington-Fayette, KY	323,152	75%	602	967	9,776	10,743	33

## Limitations to Comparisons

1. Do not collect & define reportable force the same
2. Vary in definitions of resistance and officer/citizen injuries
3. Vary in circumstances under which specific weapons are permitted
4. Different use a force continuums and models
5. Training differences
6. Use of force is related to crime rates, arrests, and other factors that not measured

# CSPD Comparisons to Peer Agency Policies

## Meeting Best Practices

1. Require de-escalation tactics
2. Verbal warning before deadly force
3. Rendering first-aid
4. Duty to intervene

## Leading Best Practices

1. Separate UOF policies
2. Critical Decision Making Model rather than UOF Continuum
3. Prohibits chokeholds in all cases

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## Not Meeting Best Practices

1. Public issuance of annual report on use of force

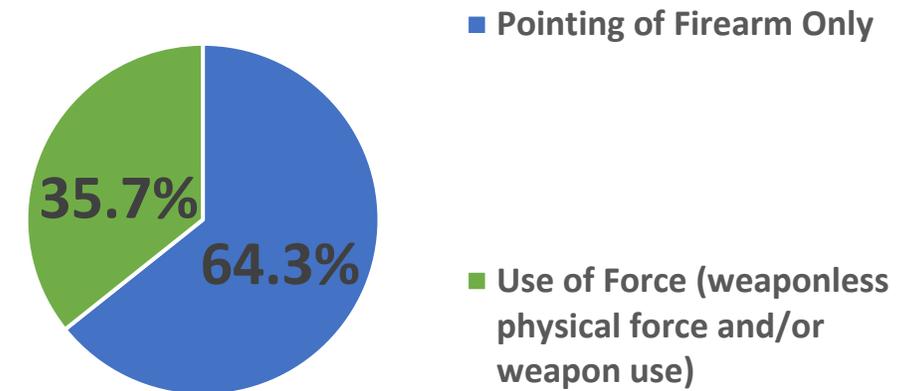
# Section 3

## Data and Research Methodology

# Overview of CSPD Use of Force

- CSPD uses three reports for collecting data on use of force
  - Use of physical force and weapon use
  - Canines involved in use of force
  - Pointing of firearms (with not other use of force)
- Reports collect different types of information
- Analyzed separately

Individuals Who Had Force Used Against Them 2017-2020 (n=5,933)

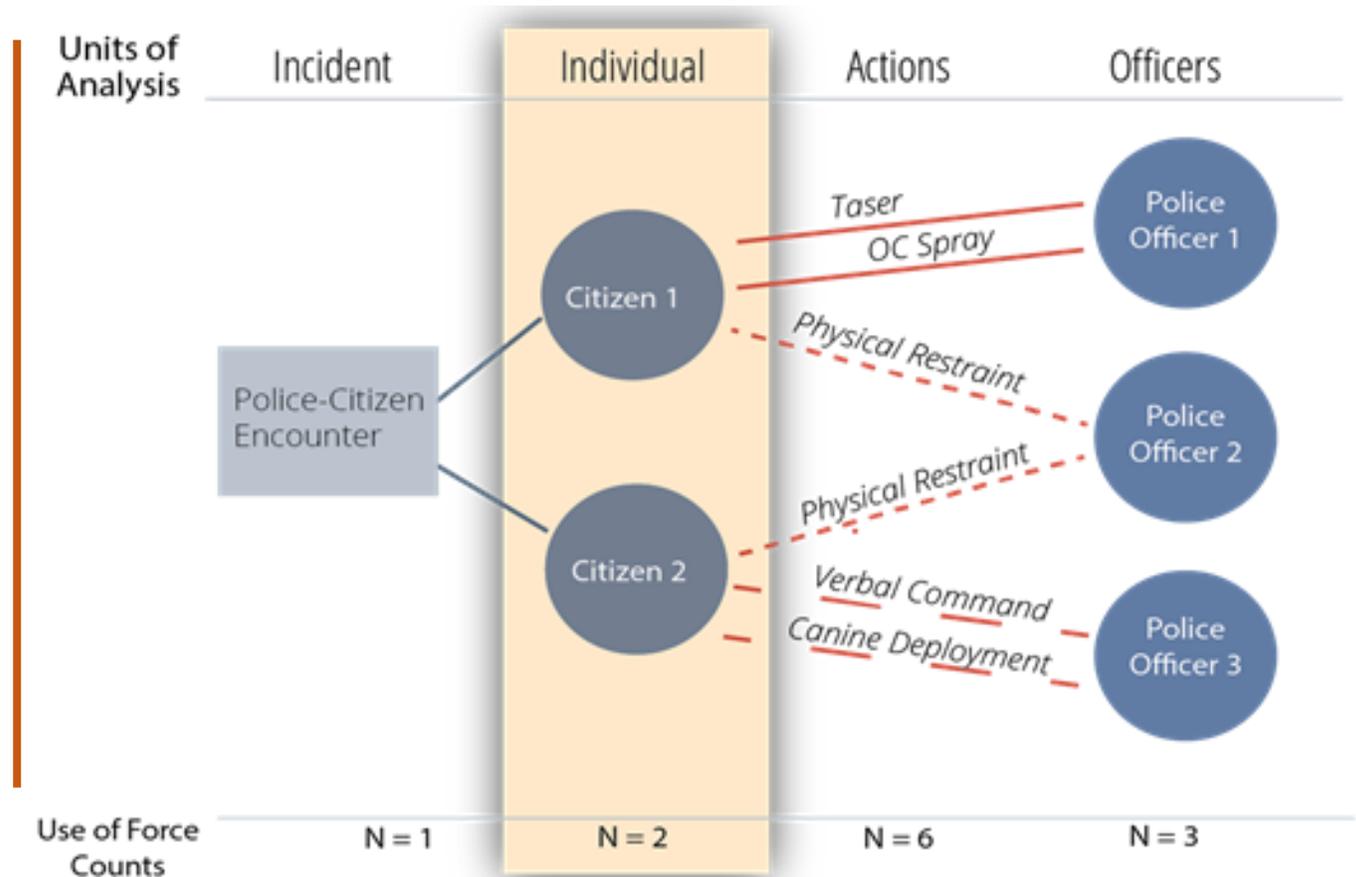


- CSPD used force against 5,933 individuals from Jan 2017 – Dec 2020
- Most force involved pointing of firearms
  - 5.4% POF and another use of force
- < 1% (n=36) Canine only force

# Measuring Force

- Force can be counted multiple ways:
  - # of **incidents** involving use of force
  - # of **individuals** who had force used against them
  - # of different types of force (or **officer actions**) used
  - # of **officers** using force
- Counts vary dramatically based on the unit of analysis
- We measure force as the **number of individuals who had force used against them in a single encounter**

## Hypothetical Example of Use of Force Measures by Unit of Analysis



Note: The individual level is the unit of analysis used in this study.

# Definitions

## Disproportionality

A difference in outcomes **within a single racial/ethnic group** (e.g., use of force against Black individuals) compared to that group's representation in a selected comparison population (e.g., Black residential population)

## Disparity

A difference in outcomes **across groups** (e.g., racial/ethnic, gender, etc.) in policing

## Bias

Prejudice in favor of or against one thing, person, or group compared with another, usually in a way considered to be unfair

## Racially biased policing

Occurs when law enforcement inappropriately considers race or ethnicity in their decisions to intervene in a law enforcement capacity

# Disproportionality v. Disparity

## Within group comparison – Disproportionality Index

Disproportionality Index =

Proportion of racial/ethnic groups observed uses of force

Proportion of racial/ethnic groups expected uses of force

- DI = 1.0 indicates no disparity
- DI > 1.0 indicates disparity (e.g., group UOF rate more than expected based on benchmark)
- DI < 1.0 indicates reverse disparity (e.g., group UOF rate less than expected based on benchmark)
- Larger the size of the DI, the greater the disproportion

## Between group comparison – Disparity Ratio

Disparity Ratio =

Minority Group's Disproportionality Index

Majority Group's Disproportionality Index

- Interpreted as the likelihood of an individual in the minority group having force used compared to the majority group
  - For example: DR = 2.0 means the minority group is two times more likely to have force used against them in comparison to the majority group

# Benchmarks – Address “Compared to What?”

- Reliable benchmarks are proxy measures for people who are “similarly situated” or “at risk” of experiencing the same outcome, assuming no bias exists
- For use of force, an individual’s *risk* of having force used against them may be influenced by:
  - Frequency, nature, and location of contacts with the police
  - Known or suspected involvement in criminal activity
  - Individual characteristics and behaviors during the encounter (particularly resistance)
- **No benchmarks** examine **all risk factors** that might explain racial/ethnic differences in outcomes
- Statistical results vary widely across benchmark – leading to different conclusions
  - Residential census data is an especially flawed benchmark in terms of ability to measure risk

# Multivariate Analyses – Control for Other Factors

- Officer decision making is complex – factors influencing police behavior
  - Suspects' characteristics
  - Legal characteristics
  - Characteristics of the stop
- Multivariate statistical models that simultaneously control for multiple factors that predict stop outcomes (i.e., “holding all else constant”)
- But...statistical models do not include all possible and relevant variables – model misspecification
- Multivariate tests are most appropriate as descriptive tool to assess strengths of relationships

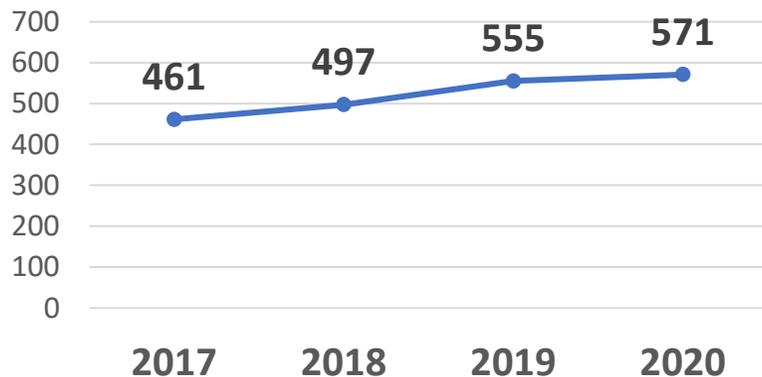
# Section 4

## Use of Physical Force and Weapons Used

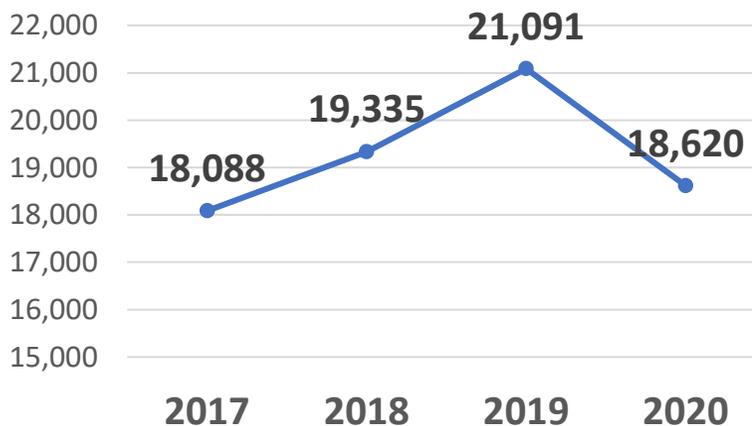
# Physical/Weapon Force & Arrest Trends: 2017-2020

- # of individuals who had force used against them increased 23.9%
- Arrests steadily increased by 16% followed by 12% decline
- Interrupted time series: Significant declines in force and arrest following death of George Floyd and passage of SB 20-217
- % arrests resulting in force increased from 1.9% to 2.3%

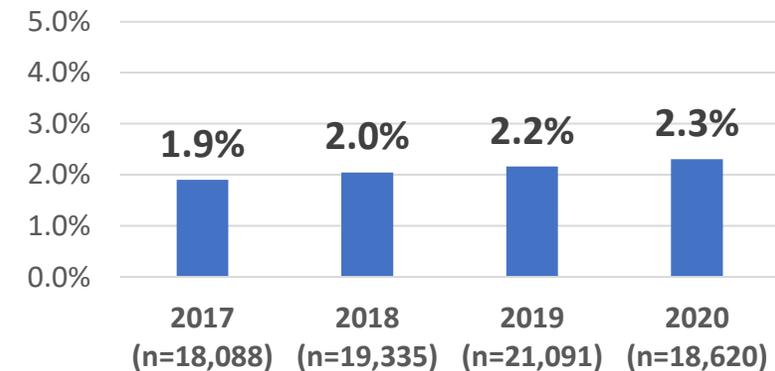
Individuals who had Force Used Against Them by Year



Individuals Arrested by Year

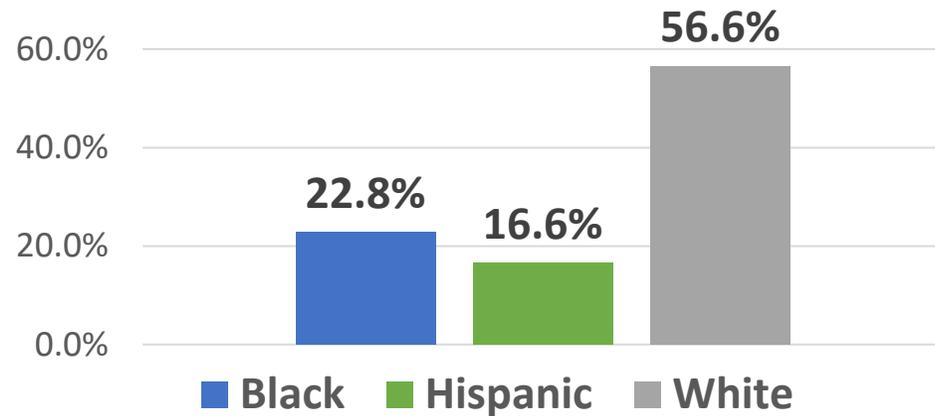


% Arrests Resulting in Use of Force by Year



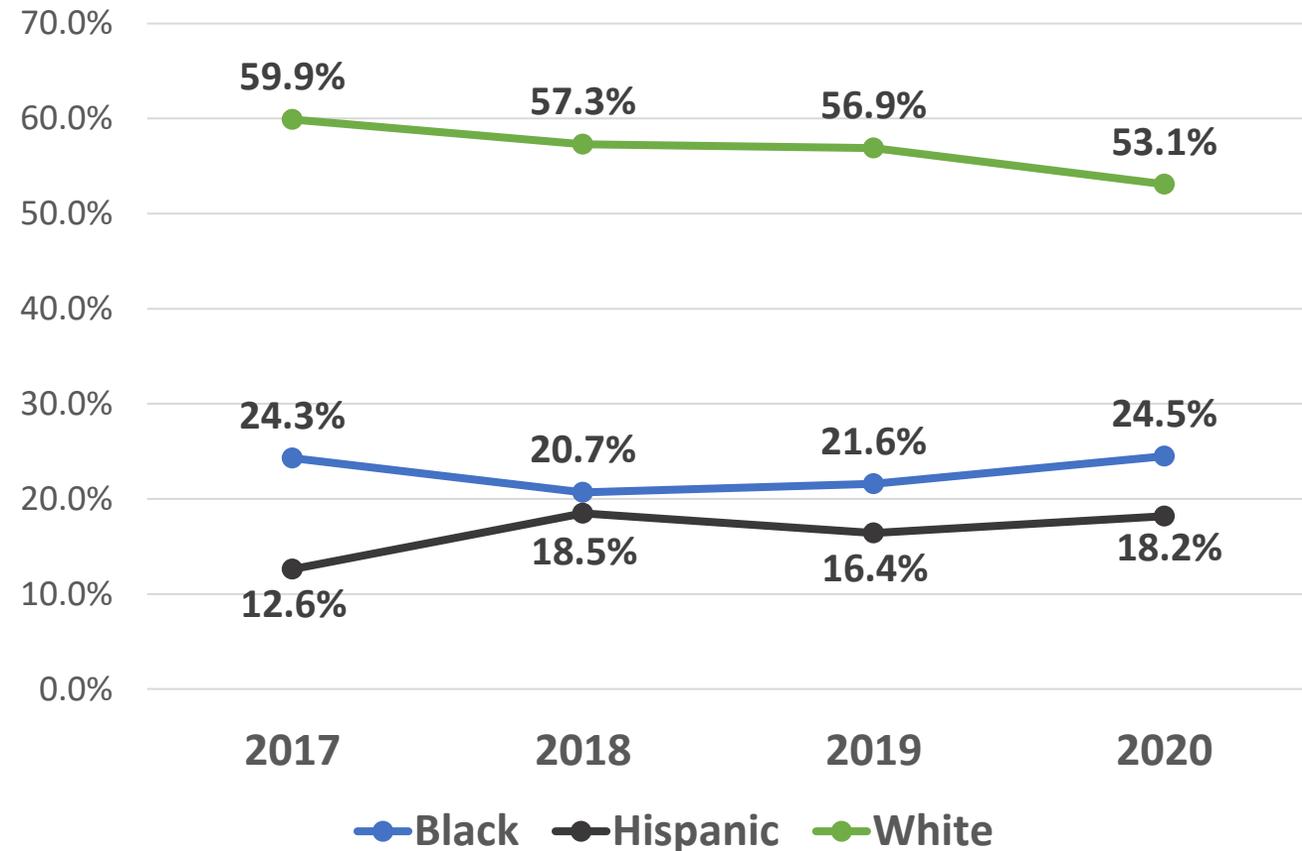
# Race/Ethnicity of Individuals Who Experienced Force

## Use of Physical Force / Weapons



- Force against Whites declined 11.4%
- Force against Blacks decreased, but steadily returned
- Sharp increase of 46.8% in force against Hispanics before stabilizing

## Physical Force / Weapons by Race/Ethnicity and Year



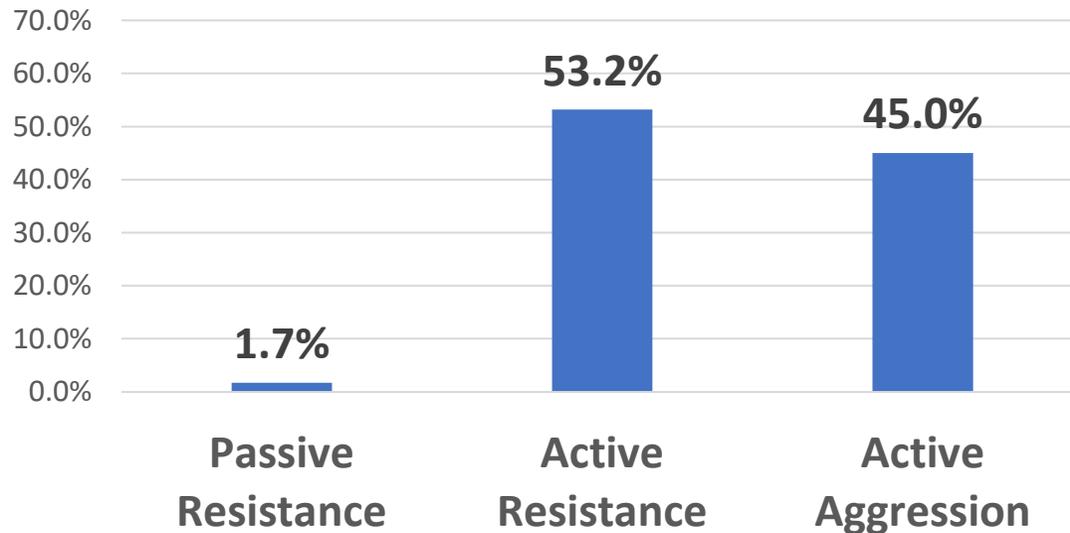
# Physical Force or Weapons Used ...

- 81% Male
- 17% Female
- 70% perceived as impaired
  - 56.5% alcohol or drugs
  - 14.1% emotionally disturbed
- 7% repeat use of force events during 4-year period

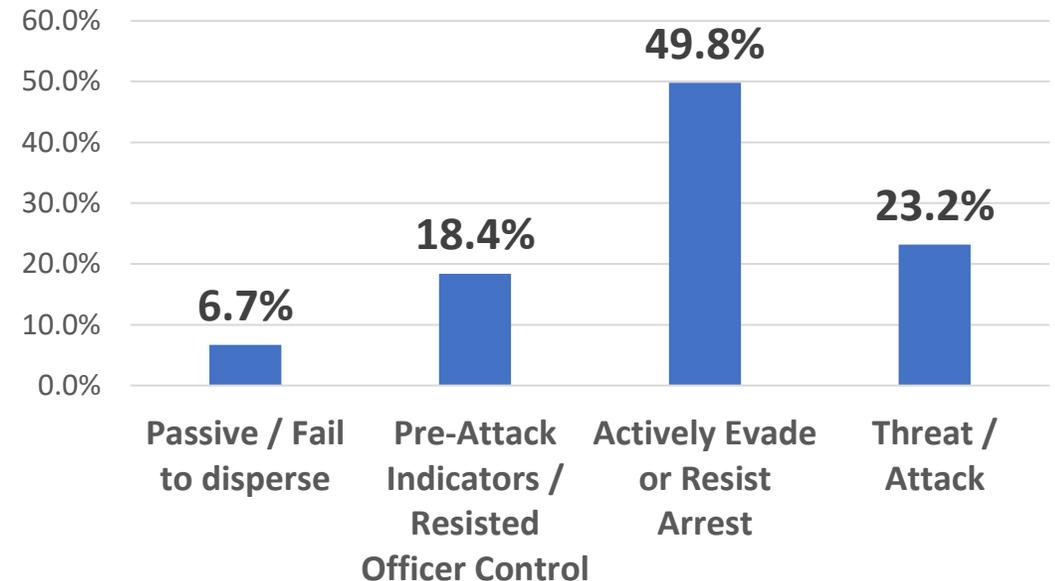
# Resistance Displayed and Reason for Force

- **Individuals' resistance stable across years**
  - **No variation by gender or race/ethnicity**
- **Slight variation in level of resistance by Division**
- **Most severe reason for force (threat/attack) varied across Divisions**
  - **For example: 30% in Gold Hill, 18% in Sand Creek**

**Individuals' Maximum Resistance Level**

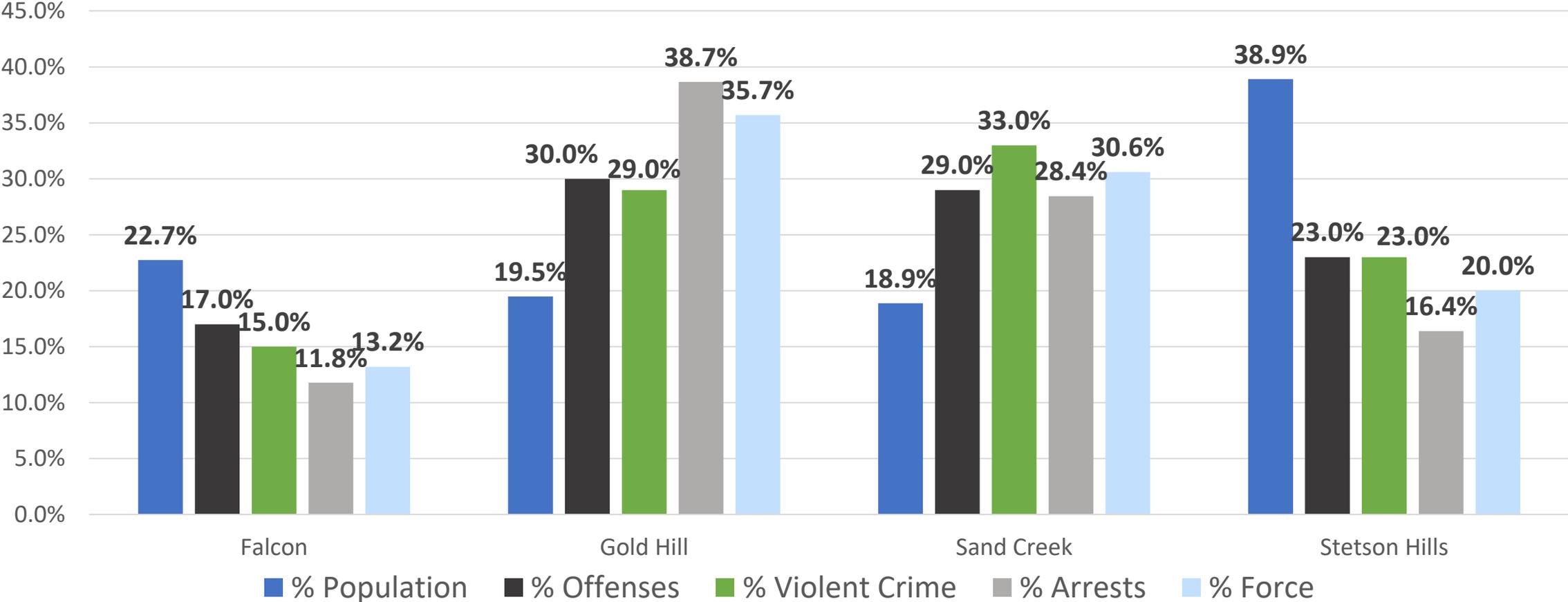


**Most Serious Reason for Force**



# CSPD Division Comparison

- Stetson Hills & Falcon: Higher % pop, but smaller share of crime & police activity
- Gold Hill: Higher % arrests & UOF than their share of criminal offenses & violent crimes, but lower percentage of UOF compared to share of arrests



# Measuring Racial/Ethnic Disparity: Physical Force or Weapons

## 7 benchmarks examined

1. % residential Census pop
2. % arrestee pop (all crimes)
3. % arrestee pop (Part I crimes)
4. % arrestee pop (Part I violent crimes)
5. % criminal suspect pop (all crimes)
6. % criminal suspect pop (Part I crimes)
7. % criminal suspect pop (Part I violent crimes)

## Disparity Ratio Findings

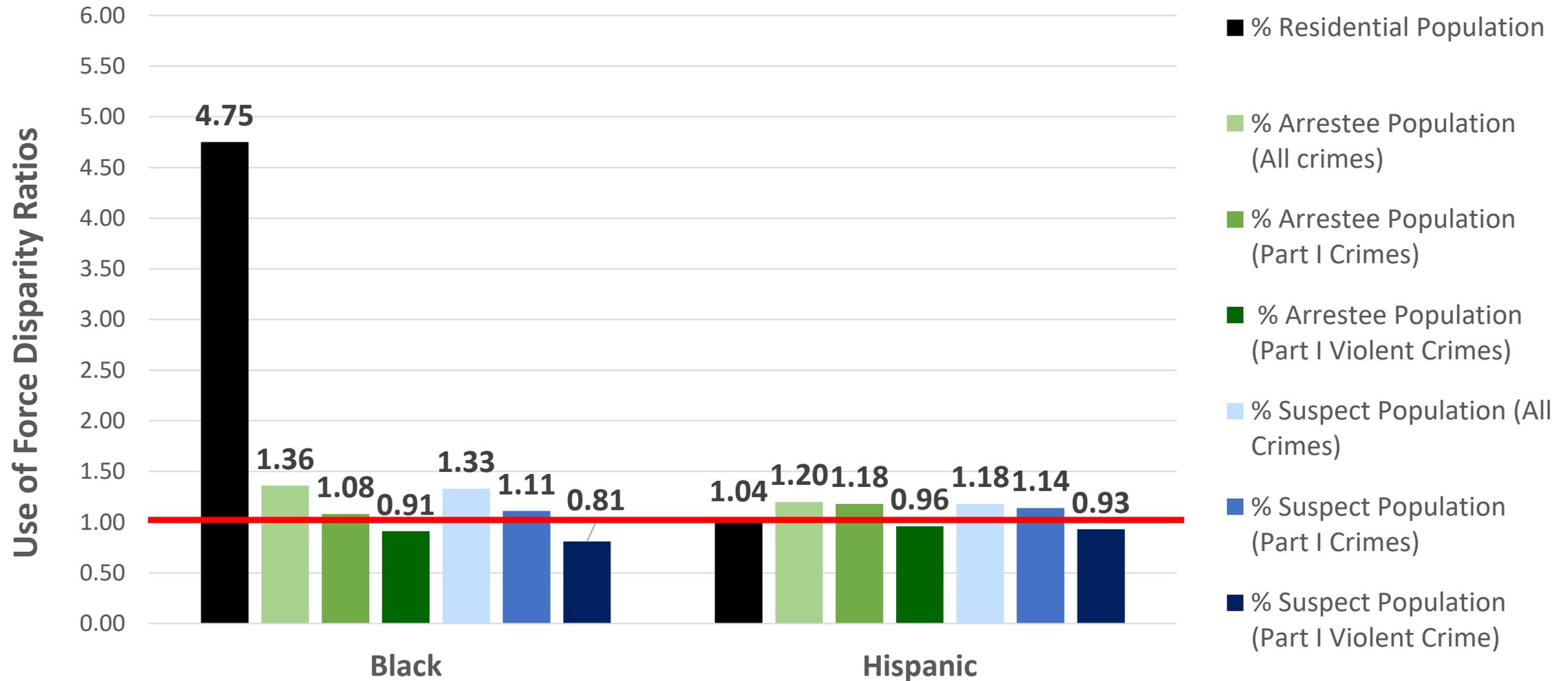
### Black Individuals:

- Highest disparity based on residential population
- Disparity ratios from other benchmarks range from reverse disparity (less than 1.0) to slight – moderate

### Hispanic individuals:

- Disparity ratios low across benchmarks
- Across benchmarks, Hispanic individuals were equally or less likely to experience force compared to White individuals

# CSPD Physical Force and Weapons: Racial/Ethnic Disparity Ratios Across Benchmarks



# Predicting Physical Force / Weapons During Arrests

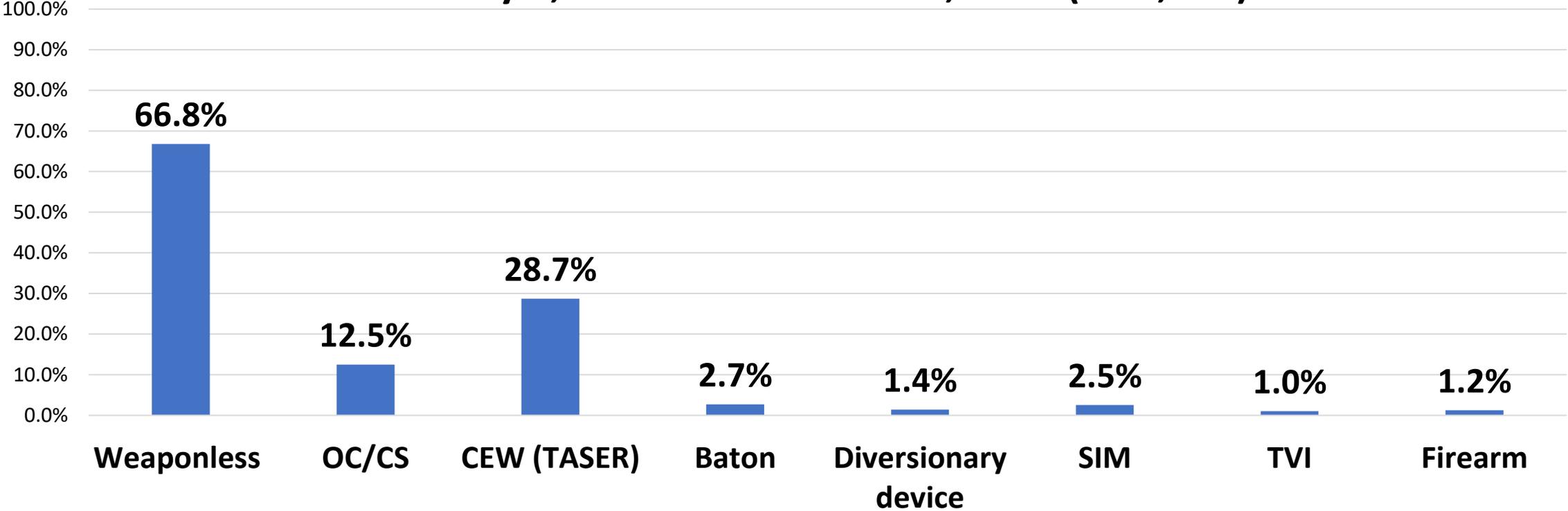
- **Multivariate models estimated likelihood of arrests resulting in force**
- After controlling for other factors:
  - Male arrestees **1.8X** more likely to be involved in UOF
  - Black arrestees **1.3X** more likely to have UOF relative to White arrestees
  - Hispanic arrestees **1.2X** more likely to have UOF relative to White arrestees
  - Younger arrestees slightly more likely to have UOF
  - Arrests occurring in neighborhoods with more violent crimes slightly more likely to result in UOF
- **Important limitation:** Unable to consider **resistance** shown by all arrestees

# Section 5

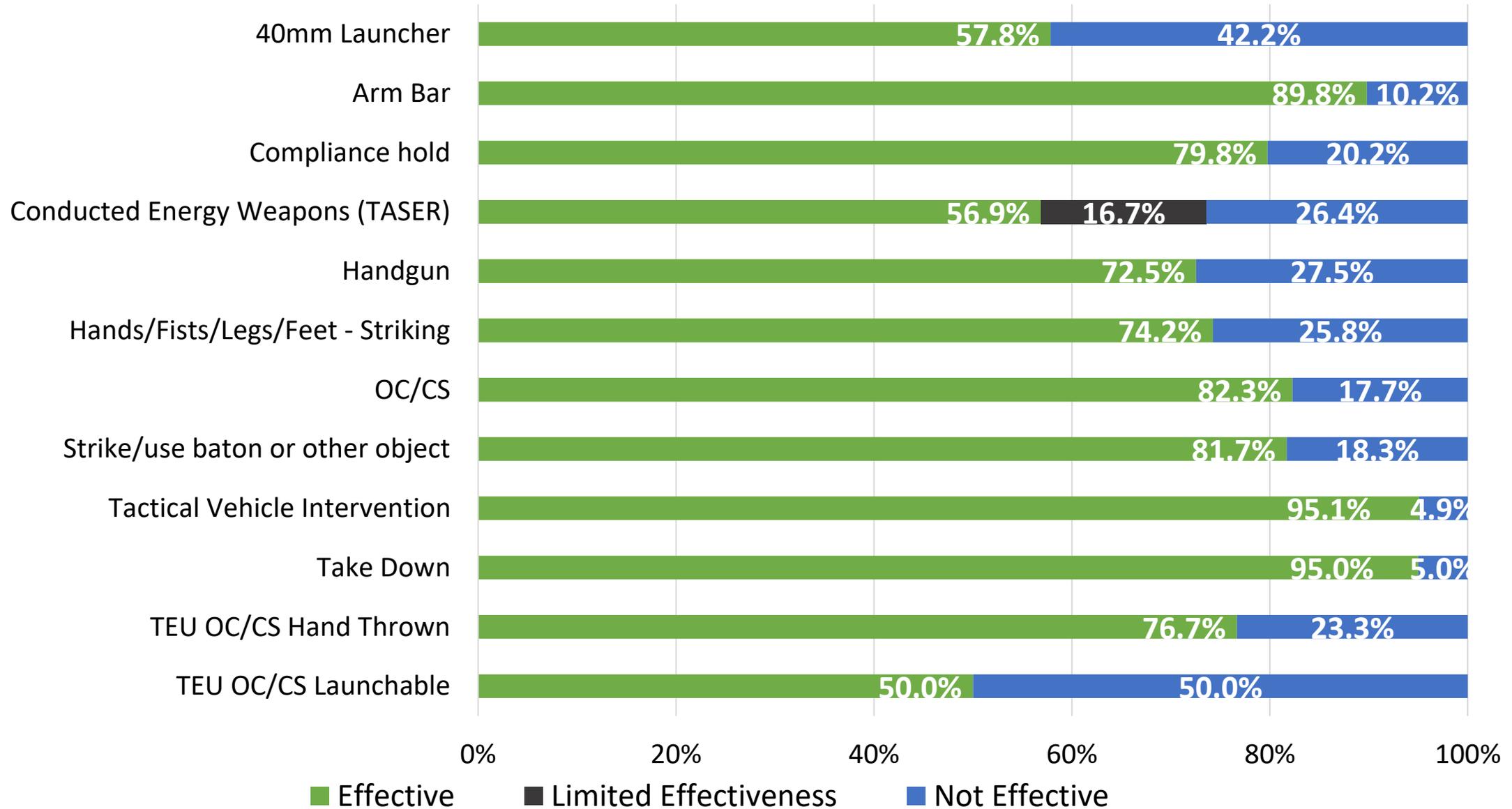
## Types of Force, Effectiveness and Injuries

# Force Actions and Weapon Use

CSPD Force Actions/Weapon Types  
January 1, 2017 – December 31, 2020 (n= 2,084)



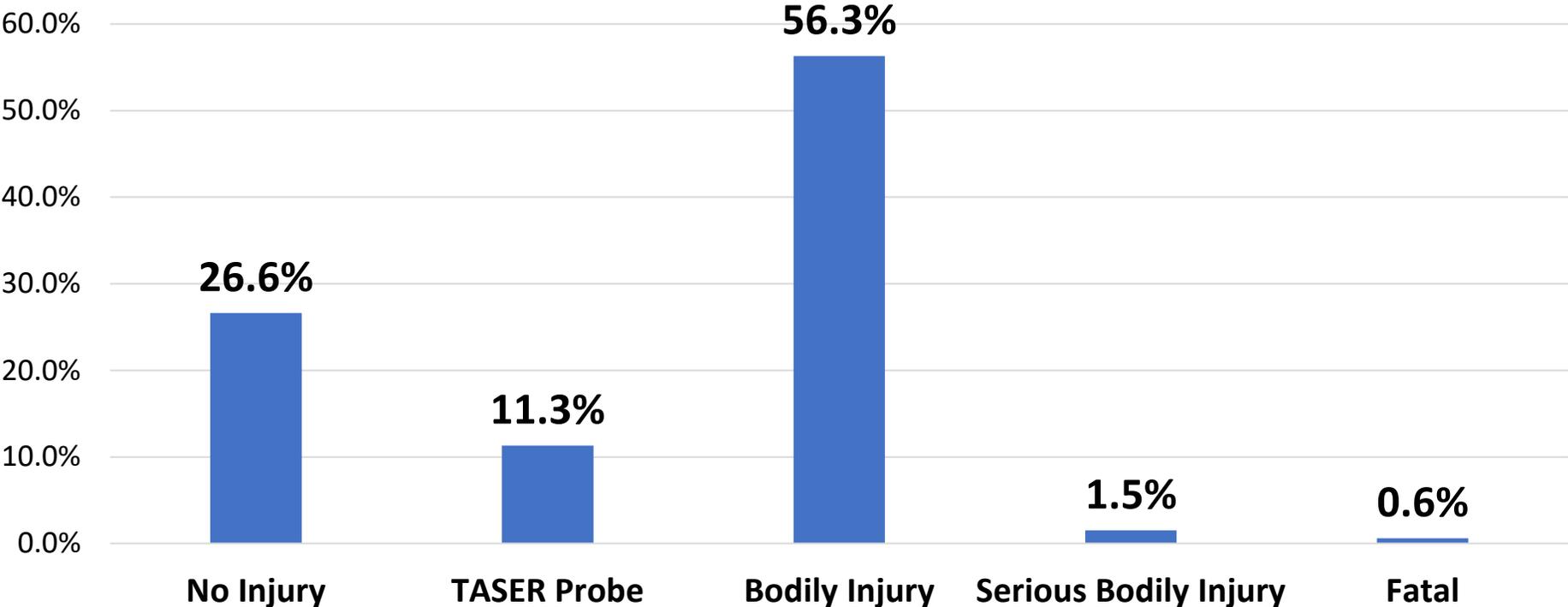
# Effectiveness of Force Actions / Weapon Types



# Injuries of Individuals Resulting from Use of Force

- Nearly  $\frac{3}{4}$  of force incidents result in some type of injury to subjects

Most Serious Individual Injuries Resulting from Use of Force



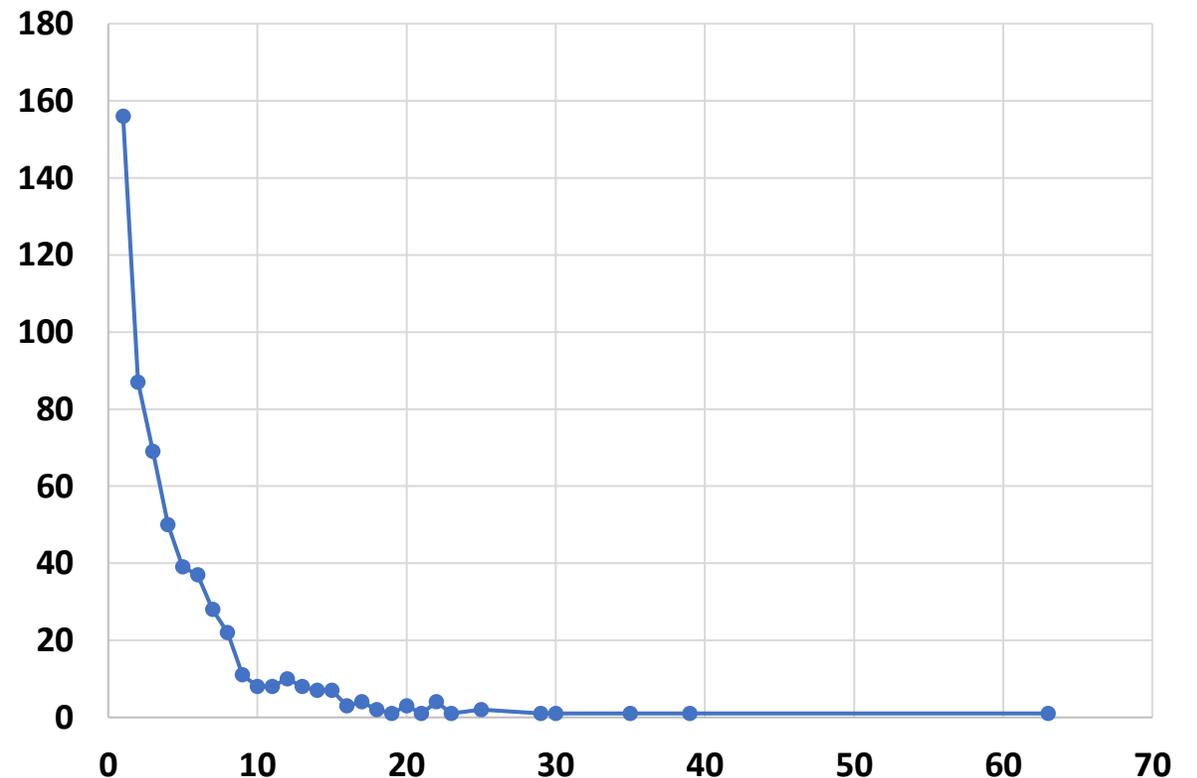
# Predicting Individuals' (Subject) Injuries

- **Multivariate models estimated likelihood of use of force incidents resulting in subject injuries**
- After controlling for other factors:
  - Multiple types of force used = **2.9X** more likely to be injured
  - Higher levels of resistance = **1.2X** more likely to be injured
  - Impaired (drugs/alcohol) = **1.3X** more likely to be injured
  - Emotionally disturbed = **1.3X** more likely to be injured
  - Male = **1.2X** more likely to be injured than females
  - Black individuals significantly ***less likely*** to be injured than White individuals
  - Neighborhood characteristics ***did not*** impact the likelihood of subject injury

# Officer Frequency of Use of Force

- 573 officers completed UOF reports
  - 27% (n=156) single incident
  - 43% (n=245) 2-5 incidents
  - 30% (n=172) 6 or more incidents
- Average number of UOF = 4.9

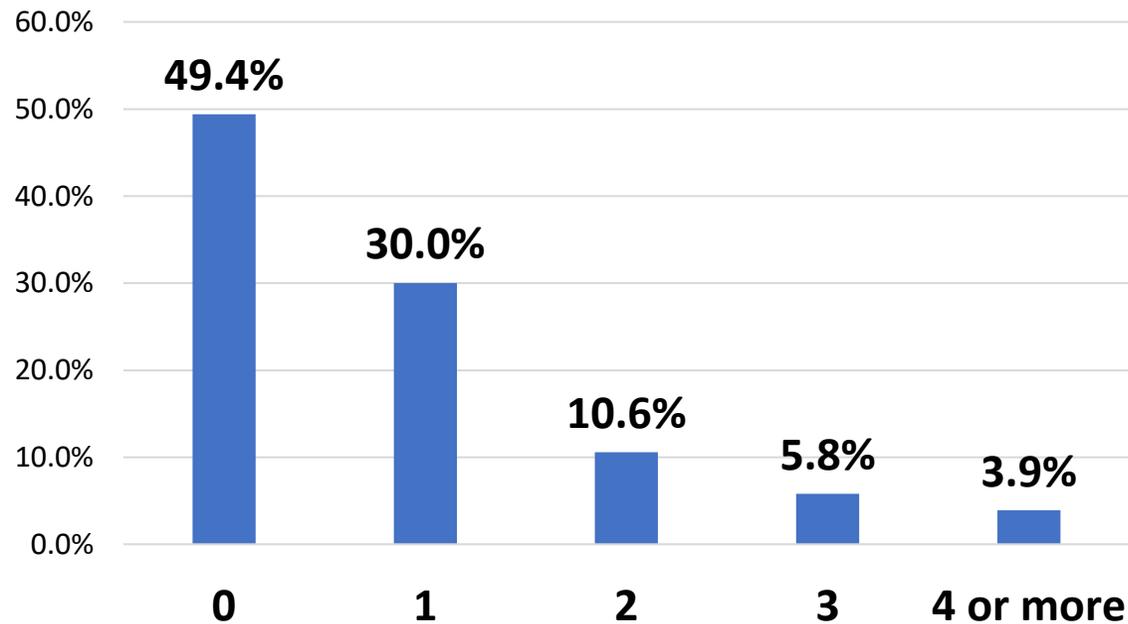
Officers' Frequency of Use of Force Incidents (n = 573)  
(January 1, 2017 to December 31, 2020)



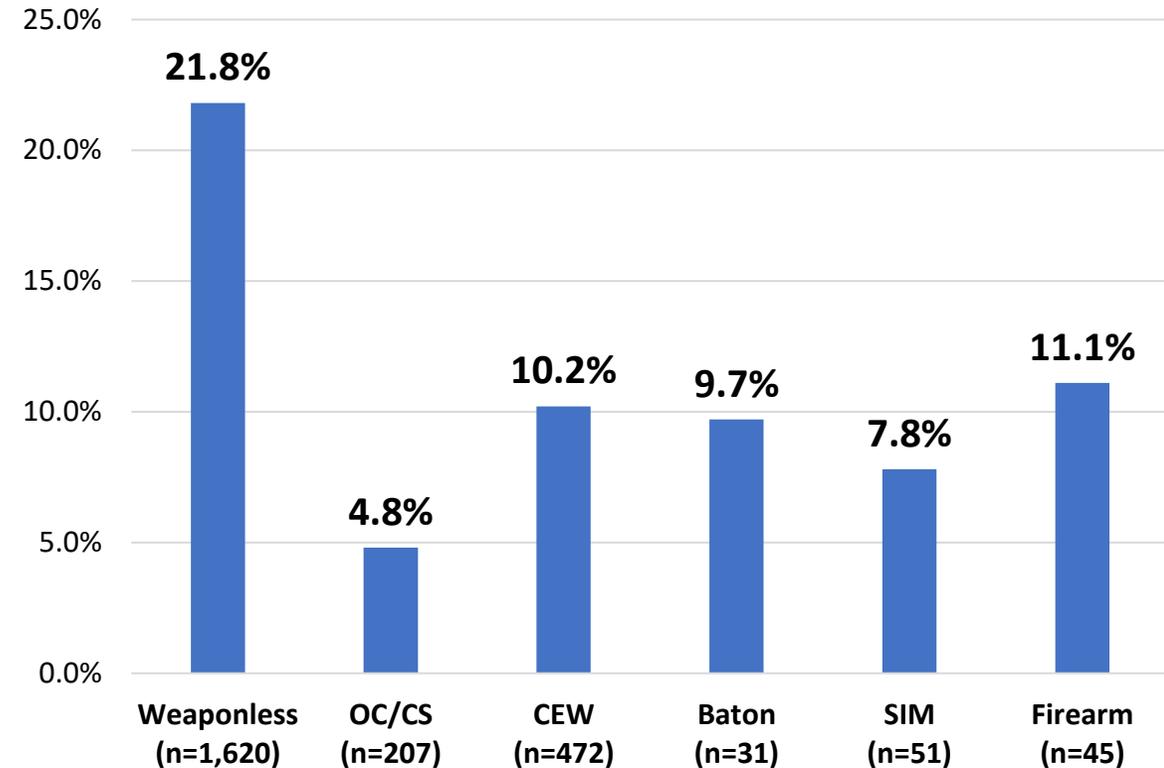
# Officer Injuries

- Officers are injured approximately 20% of the time during use of force incidents

Number of Injuries per Officer (n = 573)



Any Officer Injury by Single Force Types



# Predicting Officer Injuries

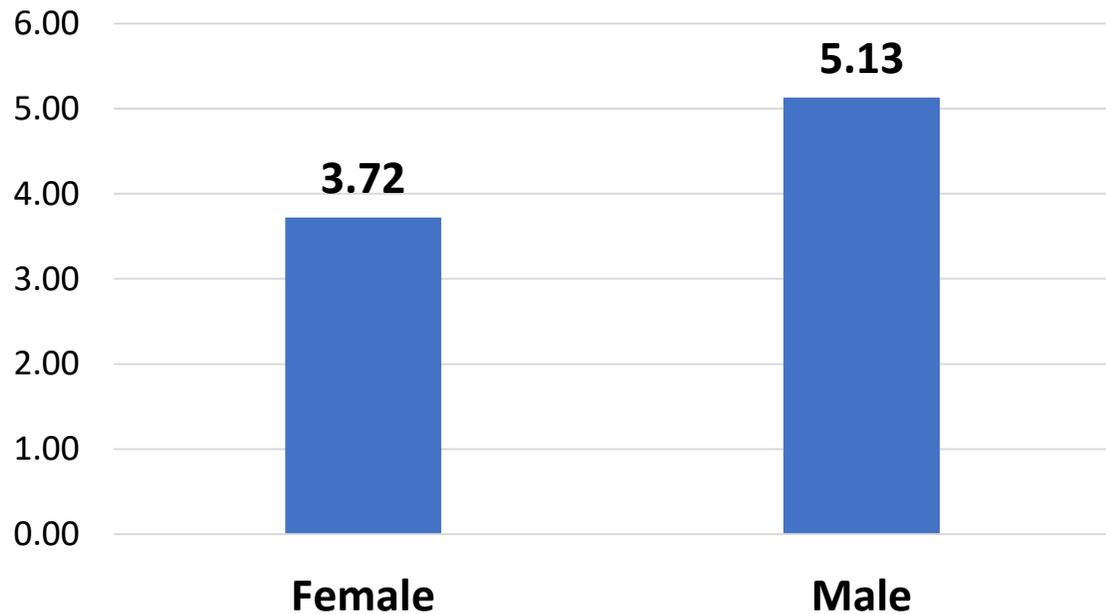
- **Multivariate model estimated likelihood of officer injury during UOF incidents**
- After controlling for other factors:
  - Higher levels of subject resistance = **1.7X** more likely to be injured
  - Used multiple types of force during the incident = **1.6X** more likely to be injured
  - Female officers = **1.7X** more likely to be injured
  - Neighborhood characteristics **did not** significantly predict officer injury

# Officer Injury by Gender

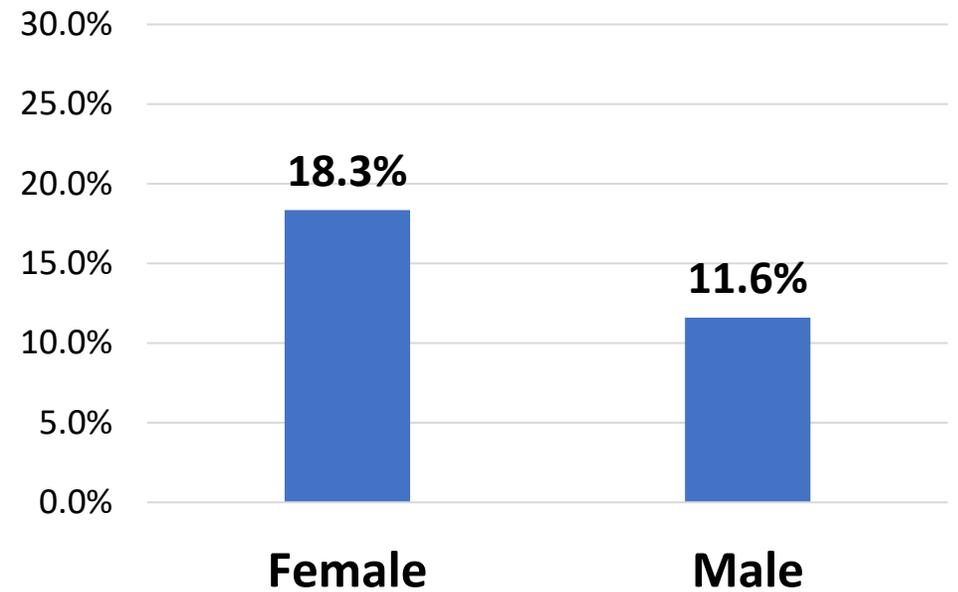
- **Female officers:**

- **Less likely to be involved in force incidents, but more likely to be injured during incidents**
- **More likely to deploy TASER – least effective force type**

**Average Number of Use of Force Incidents**



**Predicted Probability of Officer Injury During Use of Force Incidents**



# Section 6

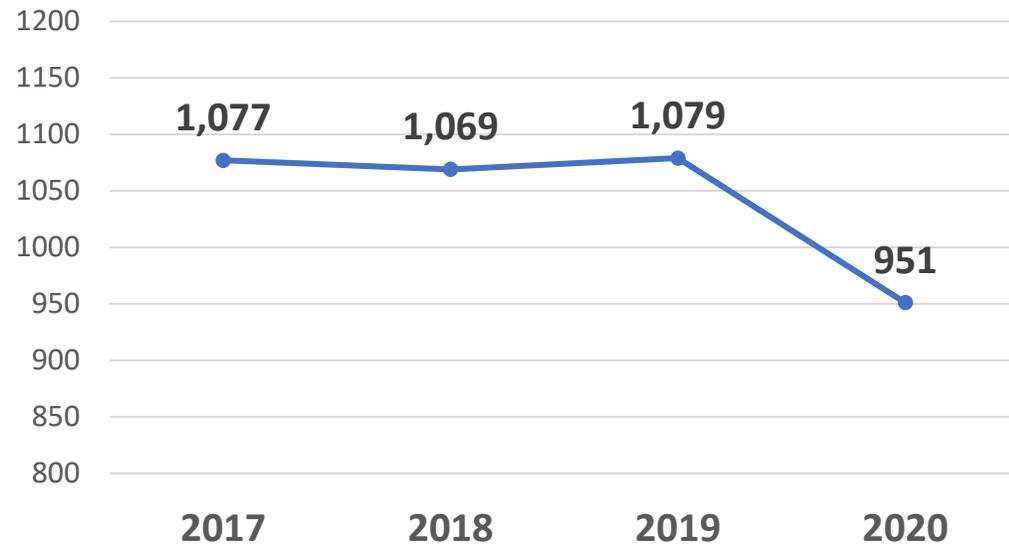
## Pointing of Firearms

# Pointing of Firearm Trends 2017-2020

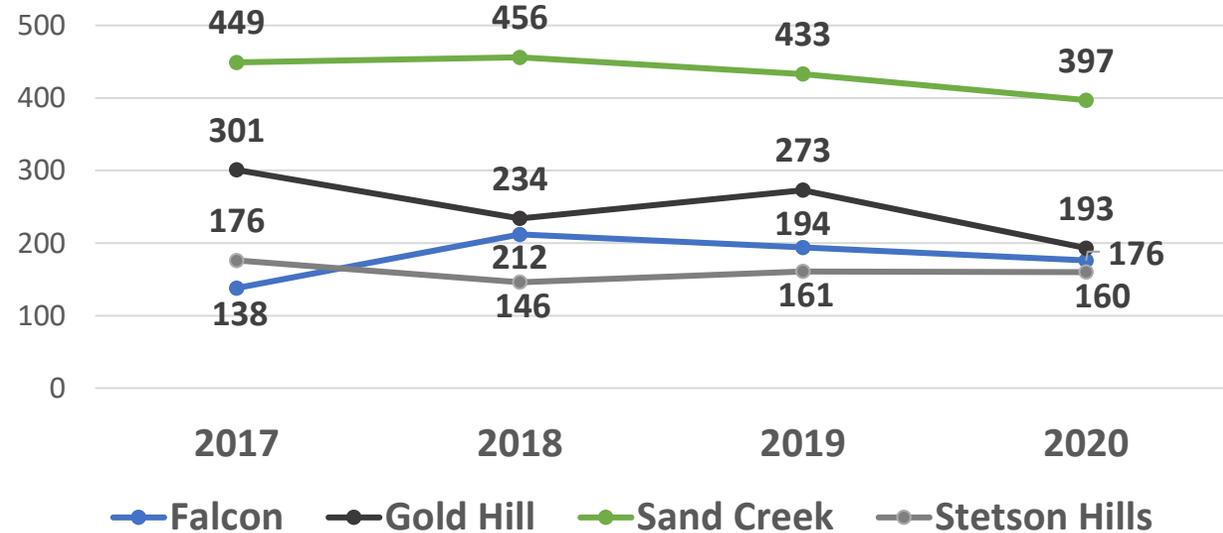
- POF stable before 11.9% decrease in 2020
- Significant decline in POF after death of George Floyd and passage of SB 20-217

- Sand Creek – highest POF
- Stetson Hills – lowest POF
- POF in all divisions declined in 2020 but magnitude varied
  - -0.6% in Stetson Hills to -29.3% in Gold Hill

Pointing of Firearm by Year



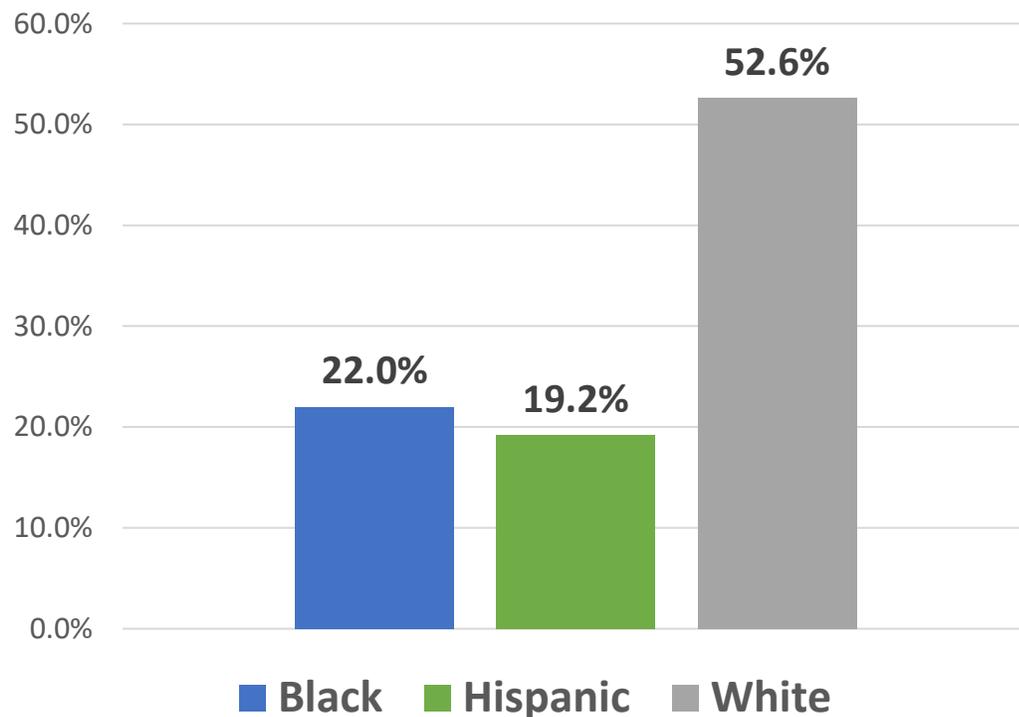
Individuals Who Had Firearms Pointed at Them by Division



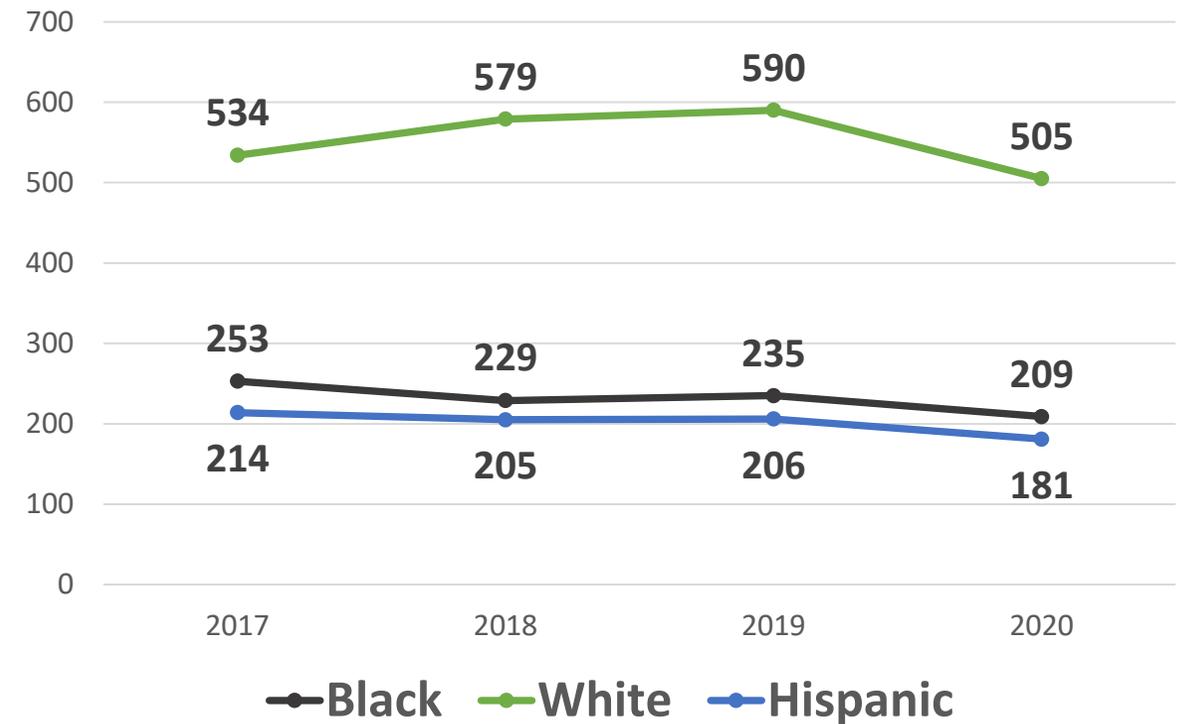
# Characteristics of Individuals Involved in POF

- **80.8% Male**
- **10.5% repeat POF incidents in 4-year period**

Race/Ethnicity of Individuals Involved in POF, 2017-2020 (n=4,134)



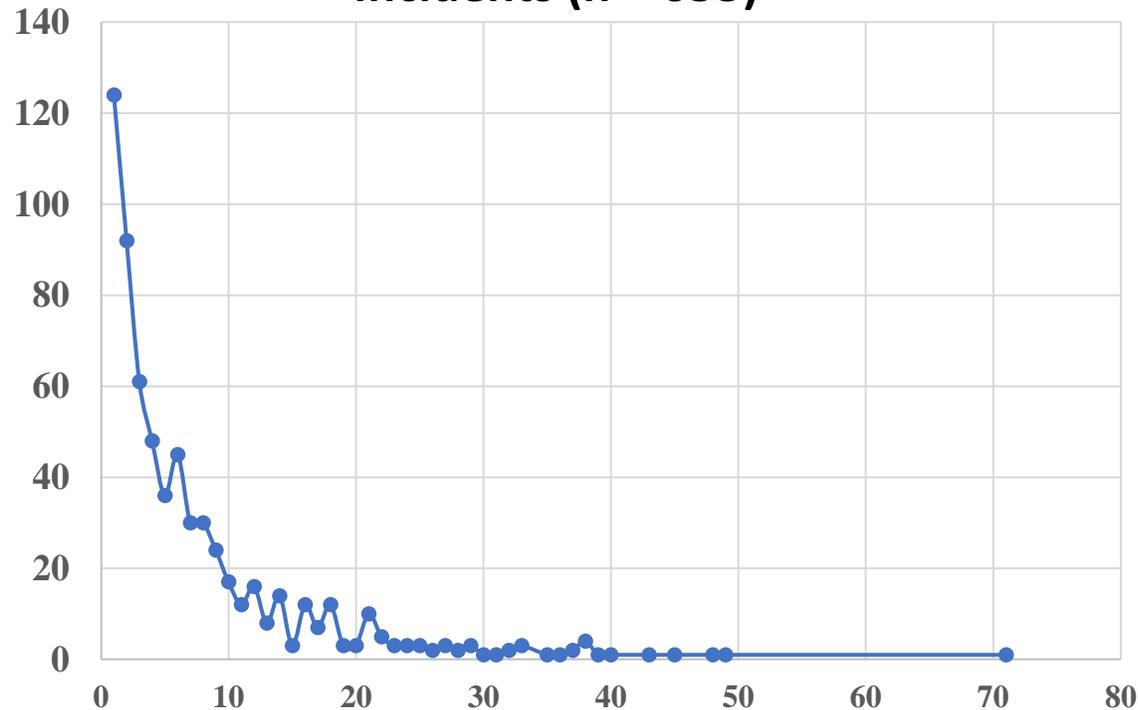
Yearly POF by Race/Ethnicity



- **# of White POF increased prior to 14.4% decrease**
- **# of Black and Hispanic POF decreased 2017 to 2018, and remained stable until 11-12% decrease in 2020**

# Officers' Frequency of POF: Feb 2017- Dec 2020

Officers' Frequency of Pointing of Firearm Incidents (n = 653)



- 653 unique officers reported 4,950 POF
- 81% involved in multiple incidents
  - 2 - 71 incidents per officer
- Average # of POF reports per officer = 7.6
  - 19% single POF incident
  - 58.7% 2-10 POF incidents
  - 22.4% 11 or more POF incidents
- Some variation in frequency of POF expected based on patrol area and/or assignment

# Measuring Racial/Ethnic Disparity: Pointing of Firearm

## 7 benchmarks examined

1. % residential Census pop
2. % arrestee pop (all crimes)
3. % arrestee pop (Part I crimes)
4. % arrestee pop (Part I violent crimes)
5. % criminal suspect pop (all crimes)
6. % criminal suspect pop (Part I crimes)
7. % criminal suspect pop (Part I violent crimes)

## Disparity Ratio Findings

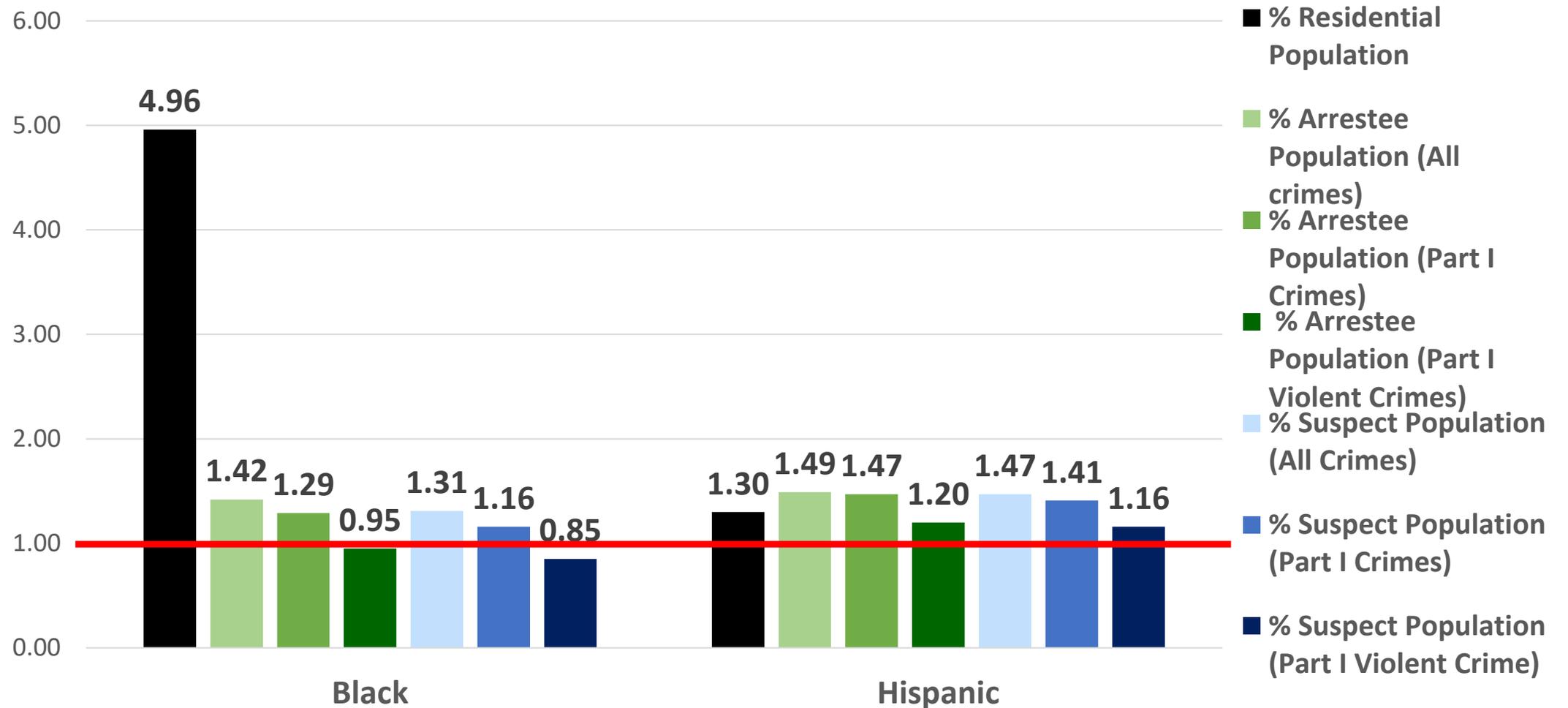
### Black Individuals:

- Highest disparity based on residential population
- Disparity ratios from other benchmarks range from reverse disparity (less than 1.0) to slight/moderate

### Hispanic individuals:

- Across benchmarks for POF, Hispanic individuals ranged from slightly to moderately more likely compared to Whites

# CSPD Pointing of Firearms: Racial/Ethnic Disparity Ratios Across Benchmarks



# Qualitative Review of Pointing of Firearms

- Given limitations of quantitative pointing of firearm (POF) data, CSPD requested in-depth qualitative review of POF reports
- **Purpose:** Identify adjustments to CSPD policy, training, and data collection needed after answering these questions:
  1. **Was POF used appropriately?**
  2. **Did CSPD unnecessarily escalate encounters?**
  3. **Was there sufficient supervisory review?**
- **Methodology:**
  - Stratified random sample of 35 reports per year, 2017—2020
  - 140 POF reports involved 217 individuals
  - Reviewed POF reports, offense reports, CAD records, body worn camera footage

# Qualitative Review of Pointing of Firearms

- 77% of POF incidents were appropriate, justified, and consistent with facts described
- 13.6% (n=19): Officers applied inappropriate force and/or unnecessarily escalated encounters
  - Circumstances reported did not specifically articulate danger or imminent threat that would justify officer using a lethal weapon to affect a seizure or detention
  - 6 of 19 reports – officers failed to utilize de-escalation techniques
  - Supervisors approved all 19 problematic POF reports
- 9%: CSPD supervisory oversight and review was insufficient
  - EX: officers' reports conflicted with other reports or BWC footage that should have been reviewed by supervisors

# Section 7

## Community Perspectives

# Considering Community Perceptions of CSPD

Assessing community members' general attitudes toward CSPD, specific perceptions on CSPD's use of force, and perceptions of personal interactions with CSPD officers

- Community Survey

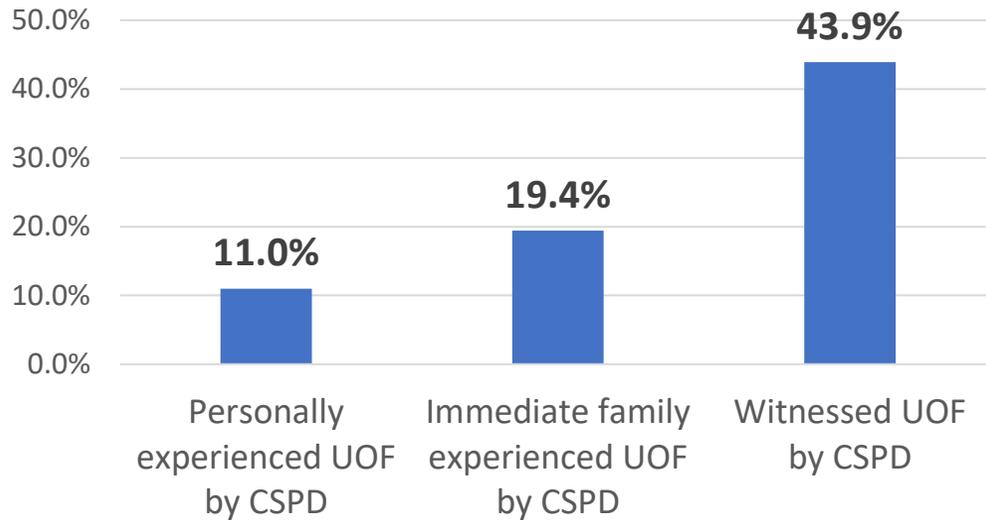
- Convenience sample of community residents (N = 863)
- Administered May—June 2021
- Race: 68% White, 20% multi-racial, 10% Black
- Ethnicity: 9% Hispanic

- Focus Group

- Conducted July 2021 with 8 members of Chief's Community Leaders Group

# Respondents' Reported Experiences with CSPD

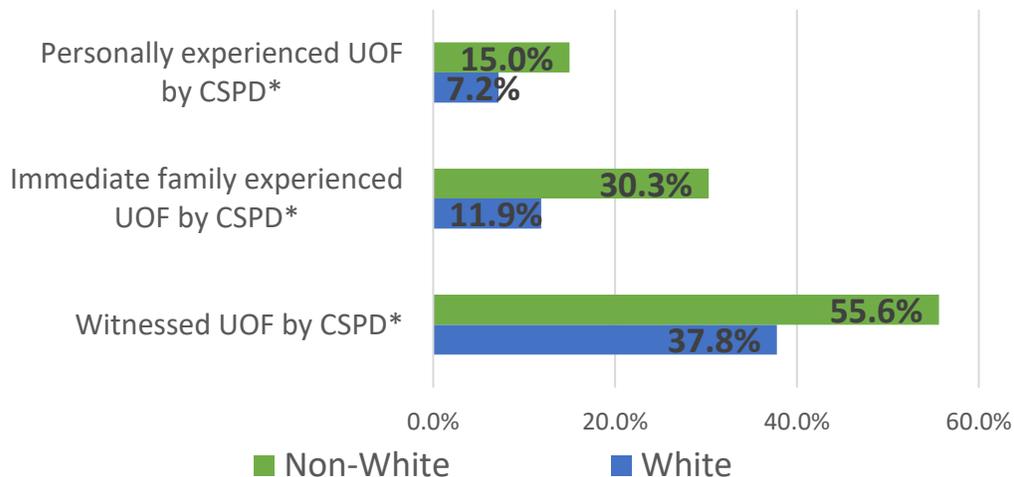
## Personal & Vicarious Experiences with CSPD UOF



Respondents were more likely than general public to:

- Have had direct contact with CSPD in last year
- Had personal or vicarious experience with CSPD use of force

## Racial/Ethnic Differences in Experiences with CSPD UOF



- Non-White respondents significantly more likely to report experience with CSPD UOF

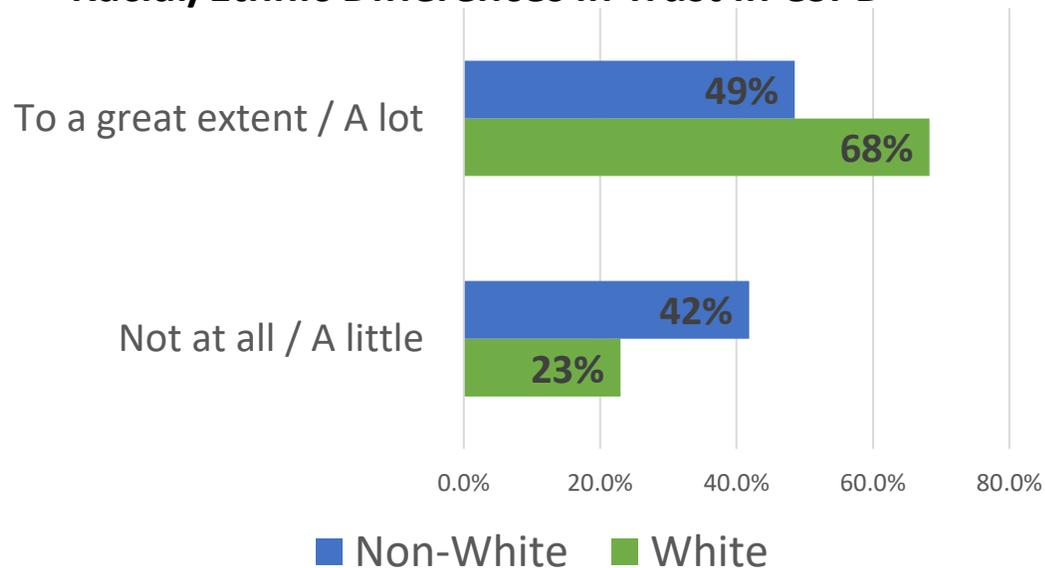
# Community Survey Findings: An Overview

- Slight majority of survey respondents reported positive attitudes towards and experiences with the CSPD
- Responses to most survey questions demonstrate a split in experiences, with respondents reporting either highly positive or highly negative perceptions of the CSPD
- Non-White respondents significantly less likely than White respondents to provide positive responses across nearly all survey questions

# General Perceptions

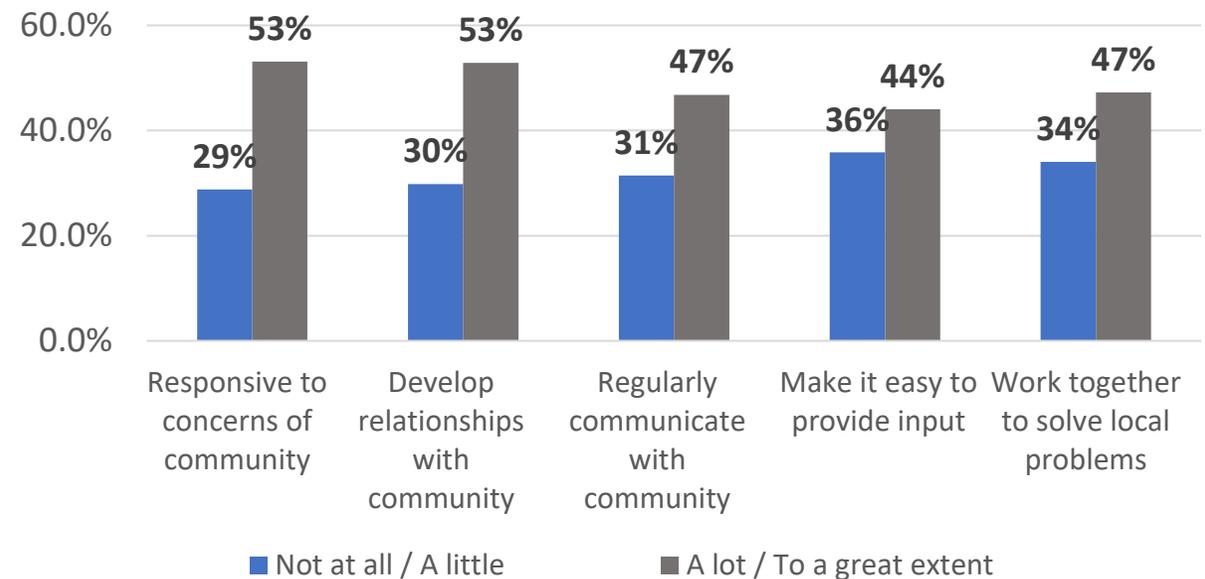
- 59% trust the CSPD
  - Significant racial/ethnic differences

Racial/Ethnic Differences in Trust in CSPD



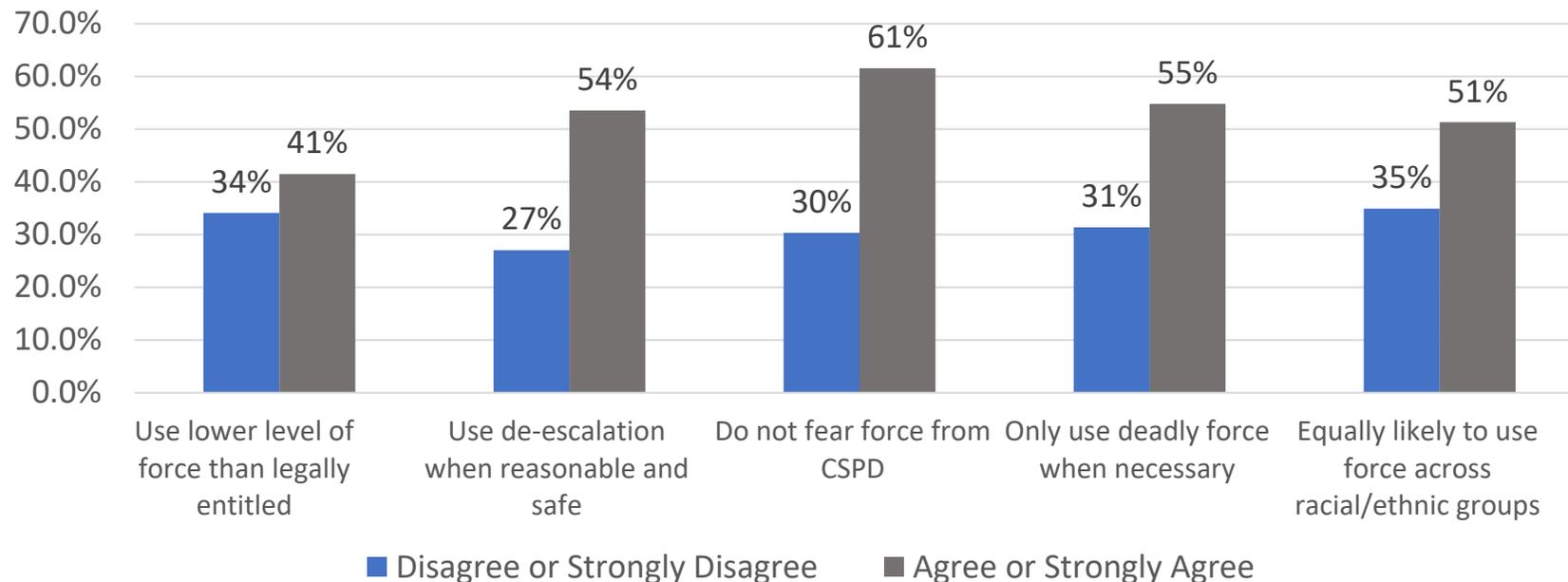
- Overall positive perceptions of police-community relations 44-53%
  - White: positive perceptions 51-60%
  - Non-White: positive perceptions 37-47%

Perceptions of Police-Community Relations



# Perceptions of CSPD Use of Force

- About half of respondents approved of CSPD force practices across survey items; approximately 30% reported disapproval
- Responses to these survey questions were bifurcated along racial lines
  - EX: 70% of Whites do not fear force from CSPD compared to 52% of Non-Whites



# Primary Focus Group Findings

Participants' comments reflect findings from community survey

Most common recommendations for CSPD included:

- Increase transparency with public
- Use less force, rely more on less lethal weapons, de-militarize department culture
- Increase community programs, interactions, and education about police work
- Increase hiring standards and department diversity; increase number of officers, improve response times
- Use proactive policing, integrate non-police response to certain calls for services
- Increase training (e.g., de-escalation, crisis response, cultural diversity)

# Summary of Community Perspectives

- Community responses outline opportunities for CSPD to enhance their services
- Majority of survey respondents and focus group participants expressed optimism on CSPD progress; Identified improvements in police-community relations
- Limitation: Due to convenience sampling, cannot generalize findings to larger Colorado Springs community

# Section 8

## CSPD Officer Perspectives

# Section 8 Methodology

## Focus Groups – July and August 2021

- Two focus groups with 24 officers, 1 group of 12 first-line supervisors
- 19% Non-White, 14% female
- Focus group discussions used to develop survey instrument

## Officer Survey – December 2021

- Cross-sectional survey of all CSPD personnel – 48.3% response rate
- Respondents generally representative of CSPD
  - 80.4% White, 19.6% Non-White
  - 19.3% Female
  - 73% Officers, 27% Sergeant or higher rank

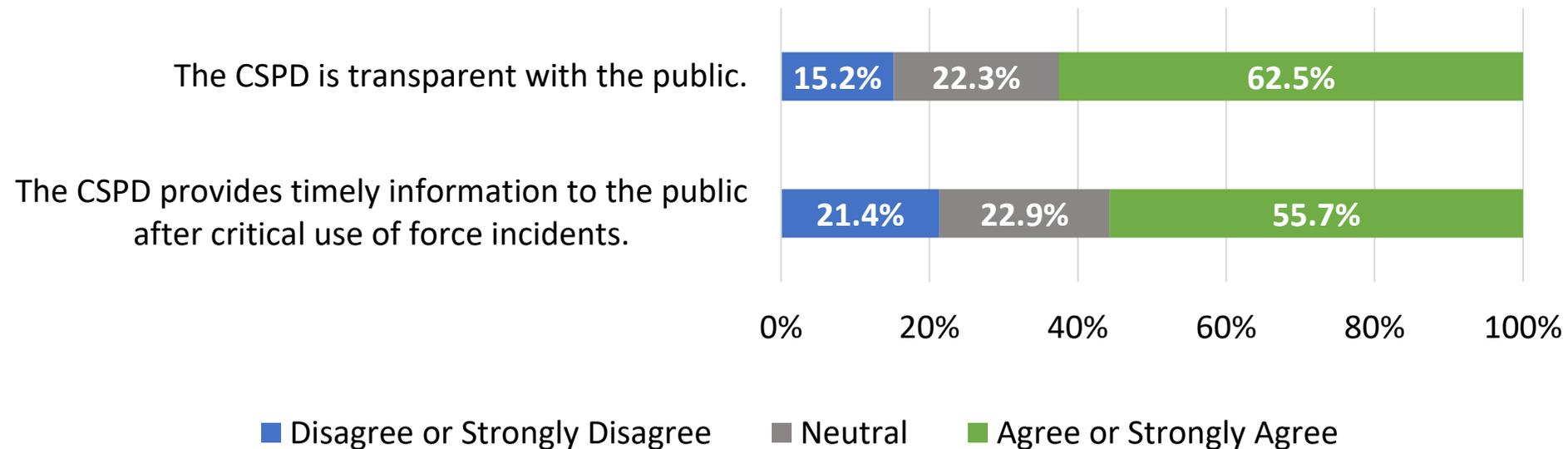
# Perceptions of Police-Community Relations

- Focus groups: perceived CSPD has better police-community relations than most police agencies
  - 71.5% of survey respondents agreed there is trust between CSPD and community
- Focus groups: acknowledged variation in strength of community relations and support for police across the city
  - 62% of survey respondents believe community cares about them, but...
  - 52% agreed that some people in community would harm them
- Focus groups: concerns for staffing, response time, impact on community engagement
  - 97-99% of survey respondents agreed there was not enough time for proactive work and not enough officers

# Perceptions of Transparency with the Public

- Like community members, focus group participants and 15-20% of survey respondents expressed concerns about CSPD's transparency with public
  - Wanted faster release of information and BWC footage after critical incidents

**Officers' Perceptions of CSPD Transparency**



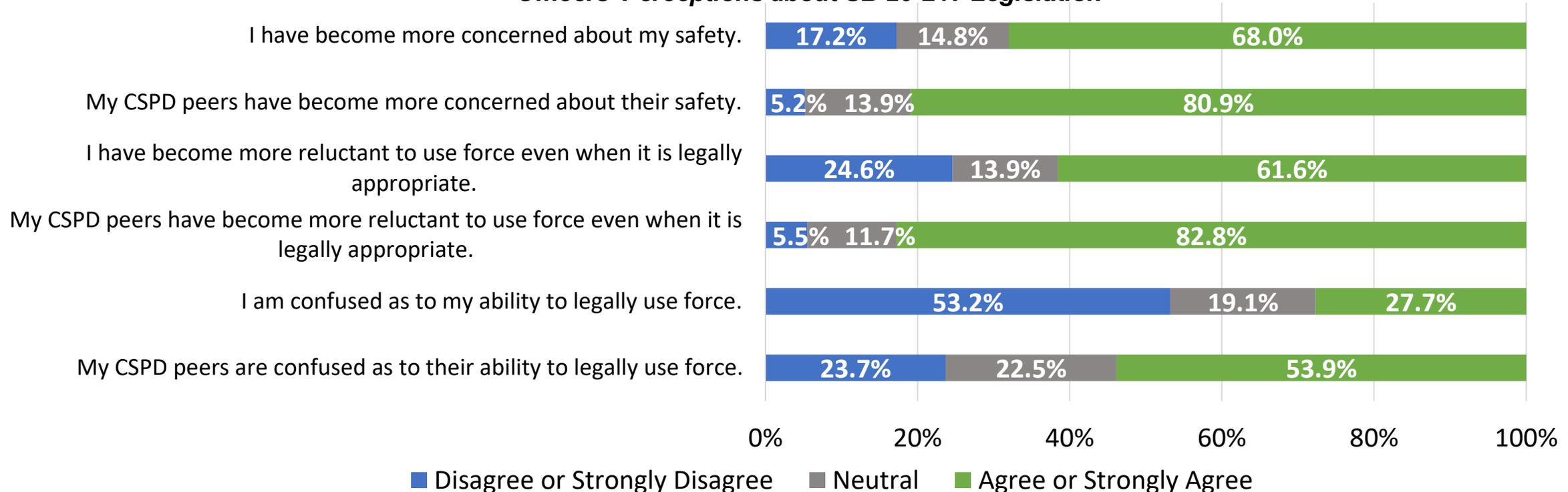
# Perceptions of Use of Force and De-escalation Principles

- **Officers in focus groups suggested the need for additional training in de-escalation and use of force**
- **Some survey respondents' attitudes and perceptions about force are counter to the principles of de-escalation training**
  - 63% agreed that waiting to use force puts them and their peers at risk
  - 60% agreed that their safety was the most important dimension in UOF encounter
  - About 50% agreed that:
    - Officers are often in situations where it is more appropriate to use physical force than to continue talking to a person
    - If force is used, it is better to do so earlier as opposed to later
    - Not using force when you could make suspects more likely to resist in future interactions

# Perceptions of Changes in Use of Force Legislation

- Focus groups: Concern about officer safety due to SB 20-217
- Survey respondents: 68% more concerned about safety, 62% more reluctant to use force, 28% confused about ability to use force
  - Perceived impact on peers even more dramatic

*Officers' Perceptions about SB 20-217 Legislation*



# Officer Perceptions of Training

- Officers reporting confidence in their skills handling crisis situations, but raised concerns regarding their current use of force training
- Survey respondents confirmed focus group discussions:
  - 74% wanted more training related to use of force
  - 20-30% agreed that CSPD provided enough hands-on or interactive training
  - 80 - 90% of officers perceived they should receive additional training on:
    - Firearms (shoot/don't shoot scenarios)
    - Use of non-lethal weapons
    - Defensive tactics
    - Crisis intervention
    - De-escalation

# Section 9

## Recommendations

# Recommendations

## 8 Recommendations and 26 Associated Action Items

1. Enhance agency culture that emphasizes, reinforces, and rewards the use of de-escalation
2. Continue the work of CSPD's Use of Force Committee and provide updates to agency and public about its work
3. Review the documentation, policy, training, and oversight related to pointing of firearms
4. Conduct an independent audit of CSPD use of force training to ensure meeting industry best practices

# Recommendations

5. Enhance transparency through timely release of information to public to improve confidence and trust
6. Continue to enhance supervision, accountability & oversight related to use of force
7. Review and make appropriate changes to use of force data collection to meet best practices
8. Continue to work internally and externally to monitor and reduce racial/ethnic disparities in use of force

# Key Take Aways

- CSPD has established itself as a professional, progressive agency – a leader in the country – directly seeking opportunities for continuous improvement
- Multiple measures examining disparity show no or only modest differences in UOF across racial/ethnic groups
- Community perspectives re: CSPD are bifurcated, especially by race – work to build trust
- Pointing of a firearm is tactic that needs the most attention – implement changes in policy, training, documentation
- Concerns raised by officers re: training must be addressed – focus on safety of officers and the public
- Great opportunity for Colorado Springs - additional transparency requested by both community members and officers provides common ground moving forward and comprehensive report provides baseline measures

# Questions? Contact Information

**Lt. Col Rick Brown**

Transparency Matters

[rbrown@transparencymattersllc.com](mailto:rbrown@transparencymattersllc.com)

717-712-2066

**Dr. Robin Engel**

University of Cincinnati

[robin.engel@uc.edu](mailto:robin.engel@uc.edu)

513-556-5850